Darfur Education Partners Capacity Mapping Report

1. Summary

The Education partner capacity mapping exercise was conducted between February and April 2015, with the aim of identifying critical operational, technical and funding needs of Education in Emergencies (EiE) partners in the Darfur region[1]. The resulting report provides evidence based trends that can be used for advocacy, fundraising and capacity building purposes.

2. Methodology

A Capacity Mapping tool was selected and adapted in consultation with the Global Education Cluster Unit in Geneva. The questionnaire was filled by the Education Cluster Coordinator based in Darfur during one to one, face to face interviews with relevant Education Sector partners in North, West and South Darfur. Both INGOs and local NGOs were interviewed. This approach was preferred to emailing the questionnaire to partners as it allowed clarification of jargons and questions. Also, the use of email is not widespread among the partners. In North Darfur, where the questionnaire was piloted for the first time, the exercise targeted both EiE and general Education partners, while in West and South Darfur the priority was granted to organizations who had specific experience in EiE. The answers were then compiled and analyzed to identify patterns at State as well as at regional level.

3. Scope of the study

The areas partners were assessed upon are the following:

   a) Organisation Mandate and Personnel

This area encompasses a CV (Name, Mandate, Education Staffing, Availability of surge capacity) of the organisation with specific questions around EiE

   b) Emergency Education programming

Scope and type of current and previous EiE programmes. These details were captured through a 3/4W matrix that allowed a more efficient analysis and were then transferred into a summary table.

   c) Technical expertise in EiE

Interviewees were asked to rank their organisation's level of capacity with 1 being the highest very good, 2 being average and 3 being weak. During the analysis, average results were broken down into the following ranges:, Strong, Ok, Poor, and Very Poor.

   d) Material and Financial resources available in Emergencies

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[1] Due to logisitcal reasons only three of the five Darfur States have been surveyed, therefore the term "region" here does not refer to the whole Darfur, but only to the area of North, West and South Darfur.

e) This section investigated availability of prepositioned stockpile materials and partners access to funds for EiE as well as eligibility for UN/humantiraian pooled funds.

4. Limitations of the study

Potential bias on the answers provided by partners relate to the respondents' willingness to either look very strong (thus presenting the organization as a good potential/actual partner for UNICEF & Education Sector) or very weak (in order to be considered for trainings). To mitigate this bias, the interviewer spent 2-3 minutes at the beginning of each interview in explaining the purpose of the exercise but this in itself does not prevent missrepresentations. Language has also been a barrier in some instances and a translator has been essential. In addition, interviewees were mostly education staff and did not have clear answers for some areas that exceeded their role, in particular availability of surge capacity and access to EiE funds. Follow up calls with grant managers, HR or senior management staff of the organization has rarely been possible so the data reported may not be always reliable.

Across the three States 16 national NGOs and 8 INGOs operating in education were interviewed. For INGOS, this is very likely to be almost the total number of Education partners working in Education in the 3 states. However, there are few relevant NGOs (international and local) have been missed out in two remaining Darfur states e.g. East and Central Dafur.

Findings

1) Organization mandate

The table below shows the number of Education partners who have a mandate for EiE, vis a vis those who do not have a mandate for EiE or undetake EiE on a case by case basis. A common pattern observed in the Darfurs is that what triggers many local NGOs to work in EiE is availability of funds rather than a strategic/technical decision. In North Darfur, where agencies were interviewed regardless of their focus on EiE, the number of partners who respond to EiE needs on a case by case or do not have a mandate for EiE is proportionally higher. In terms of absolute numbers the presence of agencies with EiE mandate is significantly low in both South and North Darfur.

It is also worth noting that West Darfur hosts the highest number of NGOs who have a mandate for EiE, despite the fact that it is the state the least exposed to emergencies since the end of 2013.

**Table 1.** Organization mandate vis a vis EiE
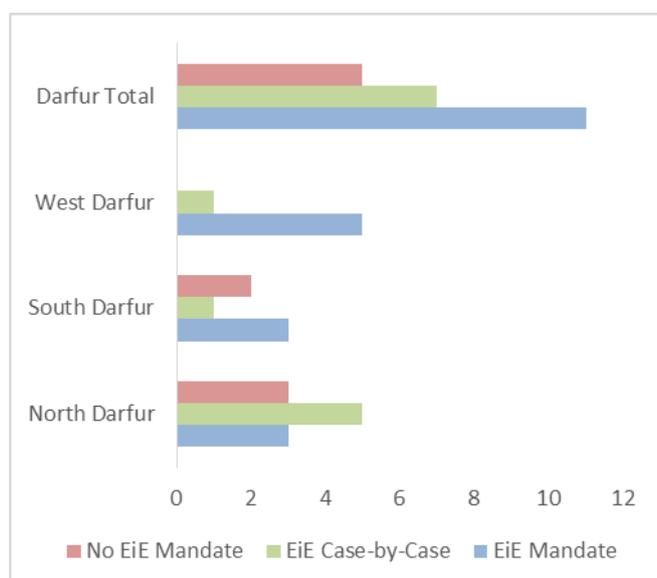
2) **Education personnel (actual, surge capacity within country, surge capacity outside country, EiE experience)**

Table 2 below shows the total number of Education staff employed by the organizations interviewed across the region and for each single state, the share of those who have experience in EiE and the availability of surge capacity within country or outside. It is interesting to note that for ND, and SD only a quarter of the Education staff has experience in EiE, while in West Darfur the percentage is even lower.

As for surge capacity while INGOs can deploy specialized staff from Regional hubs or Headquarters, local NGOs tend to shift generalist staff across locations, typically to provide surge capacity during the assessment phase. In any case the deployment of surge capacity within country is extremely more rapid than international deployments due to restrictive and lengthy visa procedures. In fact, INGOs reported that they rarely receive specialized EiE support, rather nternal monitoring or capacity building visits from HQs. Darfur is in a long-protracted emergency and thus struggles to recruit or obtain capacity support at this late stage. Another trend is that national NGOs to shift the same staff from one sector to another depending on funds available thus the frequent turnover of Education staff within the Education sector.

Table 2. Education personnel
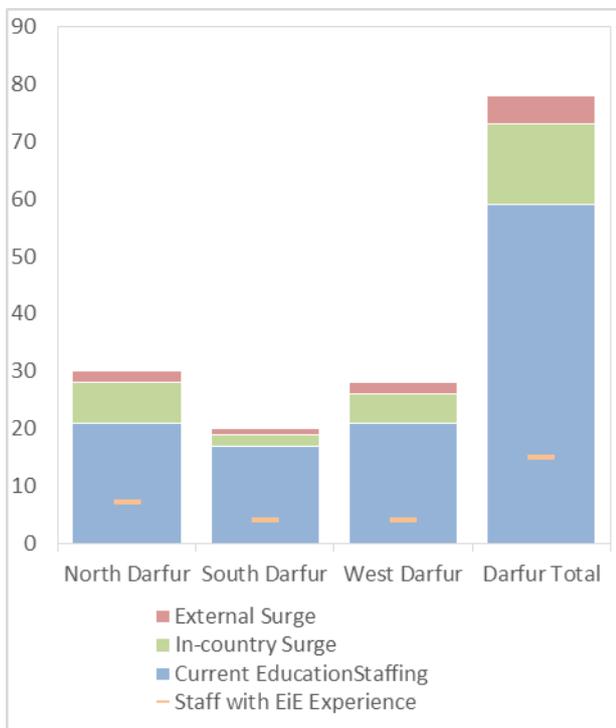
3) EiE programming

The list of activities reported in the table below has been developed ex post, that is to say that partners were not asked about their EiE programmes against a pre defined set of activities. The approach started by capturing partners EiE activities through a 3/4W matrix and then aggregate different activities into an umbrella category (i.e. distribution of learning materials and distribution of school furniture fall within the "Distribution of supplies" category). West Darfur had the largest and most varied set of activities so the list of activities implemented in WD was adopted as the benchmark for other states.

Table 3. EiE programming by state.

	North Darfur	South Darfur	West Darfur
Adult Education	0	1/6	1/5
ALP	0	0	3/5
Awareness/ promotion sessions	5/6	3/6	4/5
Construction or rehabilitation	5/6	5/6	4/5
Distribution of supplies	6/6	6/6	5/5
Enrolment of children involved in armed groups	0	0	1/5
PTA training	4/6	3/6	4/5
Support to students with Special Needs	0	0	1/5
Teacher training	2/6	5/6	4/5
Training of children's club	3/6	1/6	1/5

The table shows common trends, with little variance across the three states for Distribution of Supplies and Construction and Rehabilitation, which is very much in line with the outcomes of the self assessment of EiE expertise (see section 4), where theINEE domain of Access and Learning scored very high in each of the Darfurs surveyed. More significant differences are shown for Awareness/promotion sessions and PTA training, with less implementation of such activities by partners operating in South Darfur. It is worth noting that only in West Darfur partners are implementing ALP programmes, activities for students with special needs and activities targeting children involved in armed groups. Overall, West Darfur shows a broader set of EiE programmes vis a vis the other two Darfurs. As for common programmes across the three states, WD is generally the

one hosting the highest share of partners implementing those specific programmes (with the exception of training of children's clubs, which is implemented by a larger share of partners in North Darfur).

4) Technical expertise in EiE and INEE training

Interviewees were asked to rate the level of expertise of their organization on a scale from 1 (highest) to 3 (lowest) for different areas within the EiE foundational standards and domains. The areas concerned are the following:

a) **Analysis:** Rapid Assessment, Development of Response Strategies linked to Rapid Assessment, Monitoring & Evaluation in Emergency Context

b) **Access and Learning:** Safe play spaces, safe school construction, integrating excluded children, curriculum development sensitive to emergency context (A[2]), school feeding, School health and Nutrition in Emergency, school water and sanitation in emergency, rehabilitation and reconstruction of schools, technical expertise for acceperated learning, refugee/IDP education.

c) **Teaching and Learning:** Development of emergency/context specific curricula (A), curriculum development for disaster risk reduction (A), designing and implementing teacher training in emergency settings,

d) **Teachers and other education personnel:** Technical expertise with regard to recruiting teachers in an emergency context (A), technical expertise to support the development and implementation of school management mechanisms / parent-teacher associations, teacher reintegration (A), remuneration of teachers in emergency settings (A).

e) **Education policy and coordination:** mobilisation of emergency education funds from donors, advocacy for education in emergency, named focal point for education cluster activities

f) **Community participation:** technical expertise for child participation, Technical expertise for community participation in planning, managing and monitoring education, community based DRR.

The tables in the following pages show top scoring and low scoring areas of expertise for each Darfur State and in the Region) and the INEE domain they belong to.

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[2] Areas marked with (A) are reported by many organizations as falling within the SMoE mandate. Nevertheless, some organizations reported they have expertise in one or more of those areas, which they also applied in the Darfur context (e.g. a piltot project on curriculum development in collaboration with the SMoE). Therefore, partners who reported that areas as falling outside of NGOs madate, are given a low score (3) instead of a N/A.

Table 4. North Darfur: Positive Levels of Expertise

Average Expertise Level	Technical Area	Domain Area
1.2	Safe school construction	Access and Learning
1.3	Refugee / IDP education	Access and Learning
1.3	Technical expertise for community participation in planning, managing, monitoring education	Community Participation

Table 5. North Darfur: Low Levels of Expertise

Average Expertise Level	Technical Area	Domain Area
2.9	Teacher reintegration	Teachers and Learning Personnel
2.8	Technical expertise with regard to recruiting teachers in an emergency context	Teachers and Learning Personnel
2.6	Remuneration of teachers in emergency settings	Teachers and Learning Personnel
	Community-based DRR	Community Participation

Table 6. West Darfur: Positive Levels of Expertise

Average Expertise Level	Technical Area	Domain Area
1.2	Safe school construction	Access and Learning
	Technical expertise for accelerated learning	Access and Learning
	Technical expertise to support the development and implementation of school management mechanisms / parent-teacher associations	Teachers and Learning Personnel
	Advocacy for education in emergencies	Education Policy and Coordination
	Technical expertise for community participation in planning, managing, monitoring education	Community Participation
1.3	Safe play spaces	Access and Learning
	Rehabilitation & reconstruction of schools	Access and Learning
	Named focal point for education cluster activities (see 3. above)	Education Policy and Coordination

Table 7. West Darfur: Low Levels of Expertise

Average Expertise Level	Technical Area	Domain Area
2.3	School feeding	Access and Learning
	Curriculum development for disaster risk reduction (DRR)	Teaching and Learning
	Technical expertise with regard to recruiting teachers in an emergency context	Teachers and Learning Personnel
2.2	School health and nutrition in an emergency	Access and Learning
	Community-based DRR	Community Participation
	Teacher reintegration	Teachers and Learning Personnel

Table 8. South Darfur: positive levels of expertise

Average Expertise Level	Technical Area	Domain Area
1.0	Rehabilitation & reconstruction of schools	Learning and Access
	Designing & implementing teacher training in emergency settings	Teaching and Learning
	Designated focal point for education sector activities (see 3. above)	Education Policy and Coordination
1.3	Safe school construction	Access and Learning
	Technical expertise for community participation in planning, managing, monitoring education	Community Participation

Table 9. South Darfur: low levels of expertise.

Average Expertise Level	Technical Area	Domain Area
2.8	Technical expertise for accelerated learning	Access and Learning
	Technical expertise with regard to recruiting teachers in an emergency context	Teachers and Learning Personnel
	Remuneration of teachers in emergency settings	Teachers and Learning Personnel
2.5	School feeding	Access and Learning
	School health and nutrition in an emergency	Access and Learning
	Curriculum development for disaster risk reduction (DRR)	Teaching and Learning

Though each states bears its own features, it is possible to identify some common patterns. First of all, the domain of Access and Learning scores the highest in the three states, with the area of school rehabilitation/construction being the one where the most of agencies report good expertise. Another high scoring area across the three states is the "Technical expertise for community participation in planning, managing, monitoring education", which falls within the Community Participation Foundational Standard, thus highlighting the participatory approach of National and International NGOs in the area and the strong link between humanitarian actors and affected communities. This is not surprising in a context where only a few "outsiders" are allowed to work and where each INGO is obliged to work through local implementing partners. It is worth noting that while the domain of Coordination scores relatively high across the three states, the trend is triggered

in particular by the high scoring area of "designated focal point for education sector/cluster activities" and "Advocacy for EiE". As for the former this area does not tell about the understanding and commitment to sector/cluster activities but only to the actual existence of an Education Sector focal point for the organizations. As per further discussion with the partners during another section of the questionnaire, it seemed clear that only few actors (especially International NGOs) have a clear understanding of the role of the sector/cluster. As for Advocacy, it became clear during discussions that partners often used the term to name awareness raising activities so it is likely that there is a misrepresentation here.

Common patterns are found especially in the low scoring domains and areas. A critical domain across the three states is the "Teachers and other Education personnel" but it is worth underlying that many of the areas within this domain fall within the mandate of the State Ministry of Education, in particular with regard to the recruitment of teachers, compensation of teachers and teachers reintegration. Exceptions centre around pilot projects conducted in collaboration between the SMoE and individual NGOs. Also, the area of DRR is particularly weak across the three states, which is striking for regions that are exposed to recurring emergencies.

Some State-specific features are found. For instance "Expertise in Accelerated Learning " scores high in West Darfur only, while school feeding does not score very low only in North Darfur. School feeding programmes fall within WFP mandate in all three states but it seems in North Darfur NGOs have more expertise in this specific area.

The table below shows overall scores per INEE domain/foundational standard per each state and across the Region.

Table 10. Summary per domain, State Specific and Regional.

Region	Analysis	Learning & Access	Teaching & Learning	Teachers & other Eduaction Personnel	Education Policy & Coordination	Community Participation
North Darfur	Poor	OK	Poor	Very Poor	Poor	Poor
South Darfur	Poor	Poor	OK	Very Poor	Strong	OK
West Darfur	OK	OK	Poor	Poor	Strong	OK
Darfur Total	Poor	OK	Poor	Very Poor	OK	OK

The exercise looked also into the number of education staff who received INEE training and who can deliver training. Again, the best performing State is West Darfur, where 8 staff have been trained (half of them could deliver the training), while the worst data is recorded for South darfur, where only 2 staff received the training and none of them is believed to be able to run the training.

Table 11. Staff with INEE expertise and ability to deliver INEE training
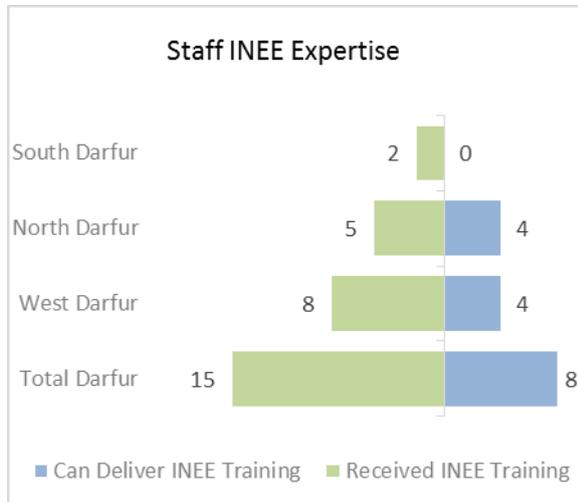

5) Material and financial resources available during emergency

No organization reported to have a significant amount of stockpiled materials available to respond to new emergencies. In fact only 4 out of 24 partners interviewed reported to have some sort of materials.

In terms of financial resources, the table below clearly shows the sarcity of immediately available funds and the high dependency on CHF funds across the region.

Table 11. EiE funding availability
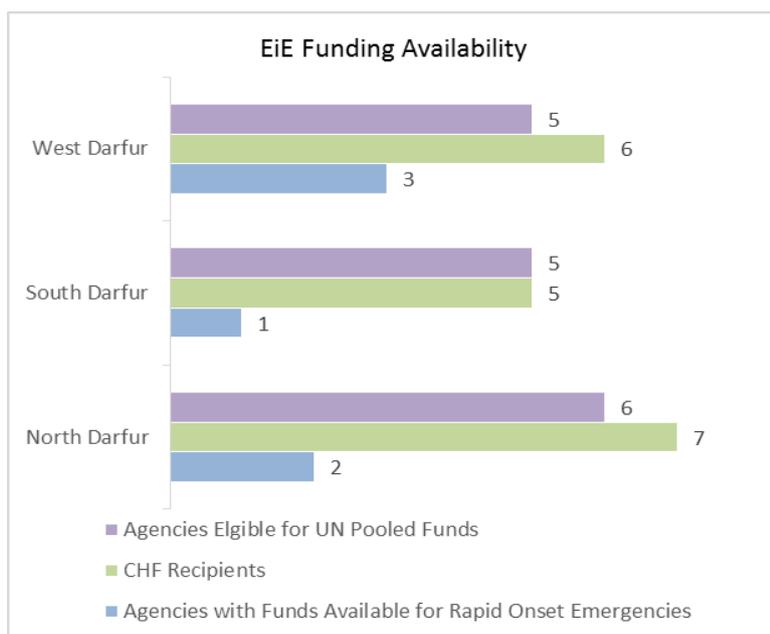
Recommendations:

The analysis points to some crucial gaps and areas of weaknesses of the EiE partners across the Darfurs, which have been listed in the discussion of the findings. Some key actions are recommended in order to address these challenges.

a) Invest in capacity building activities for NGO staff who work in EiE.

As funds for EiE are very scarce in Darfur, NGOs tend to hire ad hoc staff when funds for EiE are available and to shift staff from one programme to another depending on where the funds are going. This is particularly true for NGOs without a mandate for EiE. Regular funding would likely enhance the retention of staff, thus opening opportunity for NGOs to invest in capacity building but in the current situation of donor fatigue it is crucial to build the capacity of a pool of professionals who live in that geographical area and would become a resource for INGOs and NGOs. As large majority of Education staff is national (only one non sudanese staff participated to the exercise) it is expected that while there is exchange of staff between organization and sectors, the share of staff who stays in the area should be relatively high over the next years. It is also recommended to include in trainings organizations who do not work in EiE but have a mandate for Education. As per the low number of agencies with surge capacity outside country, this is mostly due to the scarcity of INGOs and cannot be addressed unless there is a significant shift in policy from the Sudanese Government.

b) As the analysis above has shown, the majority of EiE partners focus on construction/rehabilitation and distribution of supplies. While these areas are definitely a priority during new emergencies, it is very important to focus more on "soft" components of education (trainings, advocacy, curriculum development). Also, because trainings of teachers and PTAs are usually implemented by MoE staff, there is need for a review of the subjects and the quality of trainings provided. For instance DRR activities/trainings have not been reported by any of the partners interviewed, but they would be very relevant in a context that is routinely exposed to emergencies. As majority of funds for EiE come from UN or humanitairan pooled funds (CHF), it is necessary to make a strong case for investment in review and improvement of the trainings and their standardization.

c) Many of the considerations made in the two points above are still relevant both for an enhancement and for a shift in the areas of technical expertise (from hardware to software). Table 10 is presented again below to show critical gaps in Darfur States.

Table 10. Summary per domain, State Specific and Regional.

Region	Analysis	Learning & Access	Teaching & Learning	Teachers & Learning Personnel	Education Policy & Coordination	Community Participation
North Darfur	Poor	OK	Poor	Very Poor	Poor	Poor
South Darfur	Poor	Poor	OK	Very Poor	Strong	OK
West Darfur	OK	OK	Poor	Poor	Strong	OK
Darfur Total	Poor	OK	Poor	Very Poor	OK	OK

In terms of the analysis foundational standard, the table reports positively only on West Darfur, it is therefore recommended that SD and ND are priortized for trainings on Needs Assessment and M&E.

The domain of of learning and access is generally ok, ranking as poor only in South Darfur. Looking closely at the findings, the high-scoring areas centred around construction/rehabilitation, while some crucial areas like expertise in ALP are not as developed as it would expected in a region affected my a protracted emergency. Therefore, despite the overall "OK" ranking of Access and Learning domain, a focus on ALP is recommended (less so in West Darfur).

The table shows a clear gap across the three states for the domains of Teaching and Learning as well as Teaching and Education personnel. This has certainly to do with the fact that many of the areas investigated in these domains fall within the mandate of the SMoE (in fact the only State ranking "OK" for teaching and learning is South Darfur, where one INGO piloted an emergency curricula in collaboration with the SMoE). Nevertheless, it would be interesting to follow up on these two domains to assess the capacity of the SMoE and assess whether advocacy initiatives should be carried out to expand NGOs actions within this domain.

A very crucial area of improvement within the Education Policy and Coordination domain would fall into Sector/Cluster Coordination (it has been explained in the analysis above why the overall ranking still appears positive): at present Sector/Cluster Coordination faces two main issues: lack of dedicated staff (co-leads are double hatting in field) and lack of expertise. Having well prepared sector/cluster leads at state/region level would help other EiE partners in getting a clearer picture of Cluster functions and resources. In this domain, South Darfur seems to be in need of even more support than the other two states. Also, following the analysis above, it is recommended that a Cluster Coordination training addresses also advocacy as a key topic.

Finally, support in the area of Community Participation, especially in the area of Child Participation, is recommended in particular in North Darfur. Despite the overall good scoring though, there is a clear need to strengthen partners' capacity around DRR, as this area was reported as generally weak across the three states.

d) Education Sector is the recipient of core-pipeline from CHF first standard allocation in 2015. The education partners should also bilaterally advocate with their respective donors to get funds for contingency planning and prepositioning of essential education supplies. This effort should continue through humanitarian pooled funds as it is the main sponsor of EiE programmes in Darfur and other parts of Sudan. An additional option would be to have the Education Sector/Cluster developing an advocacy brief for allocation of funds for contingency planning that can be shared at donors' forum. As for availability of funds for rapid onset emergencies the picture is quite bleak, with only few actors in a position to request funds. Even in their cases, though, the funds for EiE are unlikely to be disbursed in large quantity, due to the low priority ranking of Sudan and EiE for many bilateral donors. Targeted advocacy initiatives, coordinated by the National Sector/Cluster are necessary to mitigate the impact of donor fatigue and lack of funds available for immediate response.